Stone

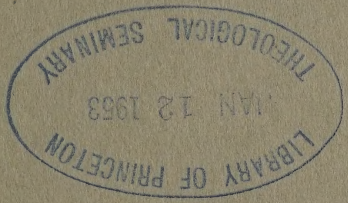
—

Community Welfare
Planning
and
Organization

HV40
.S88

PHOTOMOUNT
PAMPHLET BINDER
~
Manufactured by
GAYLORD BROS. Inc.
Syracuse, N.Y.
Stockton, Calif.

HV40
.S88



COMMUNITY WELFARE PLANNING AND ORGANIZATION

WALTER L. STONE

LIBRARY OF PRINCETON
OCT 24 1952
THEOLOGICAL SEMINARY

HV40
.S88

LIBRARY OF PRINCETON
OCT 24 1952
THEOLOGICAL SEMINARY

COMMUNITY WELFARE PLANNING AND ORGANIZATION

WALTER L. STONE

INFORMAL EDUCATION SERVICE
Hanover, Indiana

COPYRIGHT, 1949, WALTER L. STONE

MANUFACTURED IN THE UNITED STATES OF AMERICA

TABLE OF CONTENTS

Introduction. 1

Purpose of Community Planning and Organization. 4

Aim of Community Organization. 4

Process of Social Planning. 4

History of developement of community planning councils. 5

Process of Community Organization. 7

Machinery for correlating community services. 13

Suggestions for planning sections. 13

Health. 13

Family Welfare and Child Care. 15

Recreation. 17

Other methods of organizing for planning. 21

Neighborhood Councils. 21

Community Planning around the individual. 22

Improving Community Welfare. 25

How can I know my community? 25

How to start a community council. 29

How to get the most from a council. 30

Trends in Community Organization. 32

The Commonweal. 33

Community Welfare Organization Today. 34

Trends in Financing. 36

Bibliography.

CHAPTER I

INTRODUCTION

The principles outlined in this study of community welfare planning and development were forged out of practical experience in organizing human resources to bring about the improvement of the general welfare of all members of a community.

War taught us how to master the machine. If labor, management, government, education, etc. can work together for destruction, then they surely can work together for a constructive society. A society in which all men can have the opportunity to develop to the limit of their capacity.

We have the ideas and techniques for freedom, democracy, general welfare and man's decency to man. What we require is the will and machinery to transfer these ideas and techniques into reality.

With the growing complexity of our civilization we have failed to develop machinery for the expression of democracy under the new conditions.

Welfare workers must move from the realm of the pathetic to the realm of the heroic, from being repairmen to being constructors, from being observors to being participants in the process. They must assert boldly that the needs of the community are such and such and see to it that these needs are met.

Community welfare deals with two types of planning: vertical and horizontal. Vertical planning is that which comes down from or up from the national level. Horizontal planning is that which goes forward on a community level.

The community is the basic unit of the community welfare engineer and his concern is primarily with horizontal planning, but a great deal of his skill is in utilizing and not being overrun by vertical planning. In a democracy vertical planning is possible only because of horizontal planning.

Welfare engineering is a process of reconstructing past experiences into new and better ways of behaving as a society. Welfare engineering is concerned with social planning and community organization of the economic, physical, and social resources of the community for the welfare of all.

Social planning is primarily concerned with population, housing, health, social work and recreation, and secondarily concerned with land use planning, etc.

Community organization is conceived of in this study as a process of organizing human relations that has wide application in fields other than social work. "Community organization is a continuous process for the interrelation and cooperation of individuals and groups working for the common interest and good of the people." 1

---

1 Sanderson and Polson, Rural Community Organization.

The origin of community planning for the welfare of the community is lost in antiquity. It began of course as soon as primitive man learned to communicate and to live in groups.

"'The community movement represents an attempt on the part of people who live in a small compact local group to assume their own responsibilities and to guide their own destinies. In its organized form it is a demonstration of democracy in action." 2

A community is fundamentallly that situation in which people can know each other well.

Community life must be enriched if democracy is to succeel and personal development made possible. The small community in sparsely settled areas must be reorganized and the small community in metropolitan areas must be developed.

The problems of community reorganization center around lack of leadership and individual responsibility, lack of recognition of needs, defective organization and failure to see the possibilities of community accomplishment, and inadequate financing.

All community planning and organization must be based on 1. organizing the total community to meet the total needs, 2. flexibility of organization structure, 3. participation of all citizens, 4. the knowledge of the social scientist and the skills of the social welfare engineer, 5. cooperation of public and private agencies and local and national agencies.

---

2 Lindeman, The Community.

CHAPTER II

PURPOSE OF COMMUNITY WELFARE PLANNING AND DEVELOPMENT

Aim of Community Organization

The purpose of community organization is the integration of all phases of organized human relations within the community for the general welfare of all.

Dr. Sanderson* lists the following ten objectives:

"To obtain consciousness of community living.

"To satisfy unmet needs.

"To obtain participation as a means of socialization.

"To obtain social control.

"To coordinate groups and activities.

"To preserve the community from the introduction of undesirable influences or conditions.

"To cooperate with other communities and agencies to obtain common needs.

"To establish a means of obtaining consensus.

"To develop leadership under which the community can act."

Process of Social Planning

In the search for ways of meeting our economic and social perplexities, the planning idea is most frequently turned to.

Planning is the process by which the aims of community welfare organization are carried out. It is the procedure of thinking and acting together by members of the community in such a way that past experience can be reconstructed into new and better ways of behaving.

This is the way of democracy and is a cooperative planning process in which all are invited to participate and it is opposed to the way of autocracy that presents a plan that all are ordered to follow.

Social Planning is a slow process because it is a democratic process, and it believes in people. It is a process "of the people, by the people, and for the people." There can be no shoving around or belief in any form of machinery, except the machinery developed by the people, all the people in social planning. That is where it differs from a plan.

---

* Dwight Sanderson, Rural Sociology & Social Organization, New York Hall, 1942.

Social planning is concerned both with human nature and the forces of nature and with the two acting on each other. Physical planning and economic planning while many times carried on apart from social planning are basic to the community welfare engineer and the foundation of the total approach to human welfare.

History of Development of Community Planning Councils

The coordination of neighborhood and community resources in the interest of the welfare of the community has a long history, having both an adult education and social welfare foundation.

The roots of community planning lie in primitive and ancient society when man first sought ways of social control in cooperation with his neighbors.

In medieval society we find the early craft guilds serving as organizations for the integration of local forces affecting the welfare of the community.

"The Guild was a Brotherhood, the brothers ate and drank together on regular occasions, then formulated regulations for the conduct of their craft, then planned for, paid for, and enacted their parts in their mystery plays. They built chapels, endowed their charities, and founded schools." 1

In Colonial and Pioneer America the beginnings of the community welfare planning council idea can be found in the town meeting and the early provisions for recreation. Boston Commons as a place for social communication and play was established in 1634.

All societies and ages developed some form of community organization for social control and community betterment. Down through the ages the basic unit has been the community.

Life in the villages and communities before the industrial revolution was comparatively simple compared with the complexity of modern life, but the idea of coordinating the resources for the welfare of all was there.

At the end of the last century 1885-1900 social settlements, school and church playgrounds, boys' and girls' work organizations began the coordination of community resources around their agencies' programs in the form of Boys' Work Councils, Welfare Federations, Adult Education Councils, Neighborhood Councils, etc., for cooperative planning and action.

"Early in the present century the movement for coordination of the programs of social agencies resulted in the organization of Councils of Social Agencies." 2 From 1914 to 1919 Community Councils were established in schools. The National Education Association in their 1929 meeting in Cleveland heard a report in their Community Center Section by George W. Guy on "A Community Council in A Crowded City" in these terms.

Dr. Albert Shields of New York City speaking of their Community Council established in 1914 said, "The Community Council is an organization which breaks down antagonisms, because the busy people who compose them have come together not simply to confirm their own privileges, but to promote

---

1 Lewis Mumford, The Culture of Cities, New York, Harcourt, Bruce & Co.

2 Clarence King, Council of Social Agencies, Social Welfare Year Book, 1937, New York, Russell Sage Foundation, p. 100.

the welfare of a given territory in which they all share without respect to race or their religious and political affiliations. In New York we have some forty community councils. They are of all kinds, from a council with an elaborate organization, an imposing list of accomplishments, a local budget and a headquarters, to one composed of a few devoted spirits who have done little more than establish a preliminary organization, and are still engaged in the agonies of trying to impress on the neighborhood what a community council means. The activities of the councils may be crudely classified under health improvements, recreation, constructive cooperation with other organizations and neighborhood improvements."

From 1910-1917, before World War I, there were many such Community Councils or Welfare Federations in large cities and in small commmunities. The Oberlin Federation for Community Welfare (1915) was an example of the latter.

World War I brought on the first overall community coordination machinery in the form of Community Defense Councils for cooperative planning and coordination and Community Chests and War Chests for cooperative financing.

Between World War I and World War II the Community Chest and the Council of Social Agencies for planning and coordinating social welfare agencies had their greatest development.

Although there was some experimentation before World War II in developing Community Welfare Planning Councils on a broad base—education, religious, business, civic, labor, housing, recreattion, and health agencies as well as social agencies—and in concentrating on community services and needs, rather than just adjustment of relationships between agencies. It was not until World War II that this idea got its major impetus from the Defense Councils and their Community Service Divisions.

The Community Welfare Planning Council idea with its roots in ancient civilization has developed down through the ages with many fields of community service contributing as: education, recreation, charity organization, health, city planning, etc.

Our two world wars have shown the necessity for and developed the pattern for the coordination of all resources for the welfare of all. Welfare has to do with social problems and human needs. Welfare problems are problems of people. They are not only the four D's—disease, dependency, delinquency, decreation, which are pathological, but they are also the needs of people that if they are met prevent the problems. These needs are for employment, recreation, happy family life, education, and religion.

CHAPTER III

PROCESS OF COMMUNITY ORGANIZATION

Community organization is the process of organizing human relations between groups and individuals, such as will enable them to act together in creating, extending, and maintaining facilities and agencies through which they may realize the highest values for the welfare of all members of the community.

Community organization is a process in social work and it is also a process in education, religion, recreation, health, etc. It has wide applications in fields other than social work. "The community organization process operates within many kinds of frameworks, both inside and outside the field of social work and it pervades and animates widely divergent kinds of programs." 1

Community organization is always a process and never a field of human service. "Community organization is the art or process of bringing about or maintaining adjustment between social welfare needs and social welfare resources in a geographical area or a functional field." 2

What are our social welfare needs? The Woman's Foundation has published in a Consultants Report on "The Road to Reorganization" the following minimal educational, health, welfare, and recreational facilities and services required in every community to meet the basic needs of all its people regardless of economic status, race, creed, or national origin.

"1. Educational facilities of standard quality for children and adults organized in accordance with individual needs, interests and capacities and closely related to the economic and social life of the community.

"2. Family counselling and adjustment services and provisions for insuring the economic security of the family.

"3. Services and care for children in their own homes and provisions whereby substitute homes or institution care may be provided when necessary.

"4. Mental hygiene clinics for children and adults.

"5. Adequate children's court and detention facilities.

"6. Provisions for the care of children of working mothers and adequate standards in child labor laws and full enforcement of such laws.

"7. Recreation facilities and leadership for children, youth, and adults.

"8. Vocational guidance service for children and youth and counselling for adults.

"9. Employment services for youth and adults.

"10. Provisions for adequate care, adjustment and recreation for the aged.

"11. A community health program designed to provide both preventive care and treatment for adults and children of all ages and economic status including hospitals and out-patient clinics.

---

1 Wayne McMillan, "Community Organization—A Process in Social Work," Chicago, Social Service Review, March 1944, p. 13.

2 Arthur Dunham, "Community Organization," Social Work Year Book, New York, 1943, p. 138.

"12. Adequate and well trained personnel in education, health, welfare, and recreation.

"In rural areas and small towns it may be necessary for several communities within a given area to join forces in providing a population unit large enough to justify and properly support this essential range of services.

"It is of the utmost importance that the general climate of the total community be entirely favorable to the development of such services if they are to be established and properly administered and supported. The presence of sound local government, constructive relations between labor and management and between them and community agencies as well as among the various racial and cultural groups, full employment, adequate housing and provisions for the religious and spiritual nurture of the community are factors which determine the climate within which community services will either develop properly or fail of fruition.

"No neighborhood or town, no city or state, and no nation is self-sufficient. The spirit of independence and local initiative which has played such a vital part in the building of America must now be expressed in ways which are in tune with the times."

Community organization seeks to discover what the community's interests, concerns, and needs are first and then suggest programs and services, rather than to foster and promote programs and services before what is needed is known.

Community organization seeks to control social problems by both preventing them through programs designed for that purpose and to improve the treatment procedures for those who slip.

Community organization seeks a stable balance between welfare needs and problems and welfare resources.

Community organization focuses on agencies, on a welfare need or problem, on a geographical area, and/or on the individual.

The methods or skills used consist of survey and research, analysis of the total situation and the determination of priorities, organization of program and mobilization of resources, interpretation and negotiation.

Community organization seeks to discover citizens who are sensitive and responsive to welfare and to get their interest in and support of community welfare planning and coordination.

Community organization is concerned with the leadership and development of groups of people concerned with adult education about community problems and active participation in community welfare.

Community organization is concerned with all phases, programs, and agencies of all fields of social welfare and in maximum flexibility of all plans for the commonweal.

Community organization is devoted to the elimination of provincialism and isolationism.

Community organization believes that planning together by all those concerned is essential for progress and is basic to democracy.

Community organization recognizes many types of Councils, among them the following;

1. Councils of Social Agencies or Welfare Councils.

2. Councils around a single function as Adult Education Council, Recreation Council, Health Council, etc.

3. Community Councils or Neighborhood Councils.

4. Overall Community Welfare Councils that are inclusive of all the others.

Community organization tends toward one strong, broad, inclusive coordinating council in each city, village or political unit that serves a particular area.

The name of the organization is not too important, it may be called a Planning Council or Planning Board, or given some other suitable name.

The exact form of the organization is also not too important, if the basic principles are observed.

Employment of a professional community welfare engineer as a consultant, if not full time, with adequate secretarial personnel is essential to the success of a Community Council.

In the larger cities, Community Welfare Planning Councils are developing as reorganized and enlarged Councils of Social Agencies. The Civilian Defense Councils during the war clearly showed the need for community welfare planning councils as overall, all inclusive community planning and coordinating bodies, if the job was to be done.

In most communities of any size there is organized planning in three major areas; economic development, physical development, and social and cultural development. Chambers of Commerce and committees on Economic Development, City Planning Commissions, and Community Welfare Planning Councils (Councils of Community Agencies) are found as planning bodies in these three areas.

The cooperation of three or more planning groups—Chamber of Commerce, Planning Commission, Council of Social Agencies, and special bodies as Labor Unions, Church Federations, is important when the total welfare of the community and the services needed by the community are considered and they should all be a part of an overall Community Welfare Planning Council.

Community welfare planning councils or community service councils are concerned with all the fields of community service; health, education, family and child welfare, recreation, housing, and all the agencies in these fields and their lay and professional constituencies; nurses, doctors, social workers, teachers, recreation leaders, institutional administrators, and all organizations and individual citizens interested in and supporting all agencies' programs and fields of service that make for community welfare.

As the overall community welfare planning body the Council is concerned with all the problems and the corrective and preventive measures. It is concerned with:

(1) Fact finding as a basis for planning.

(2) The creation and integration of community services and the encouragement of experimentation in these services.

(3) The helpful use of these services by all the people in the community.

(4) The mobilization, coordination, and improvement of all forces and agencies in all functional fields of community service for the welfare of all.

Community Welfare Planning Councils should be participated in by local

government but should not be a part of local government any more than they should be a part of the Chamber of Commerce or the Trades and Labor Councils or a Federation of Churches. Local Government should be a part of the Community Welfare Planning Council just as the groups just named and all others in the community. Economic, physical, and social planning are interdependent and therefore all forces and agencies, governmental and private, that have to do with economic, physical and social planning should be parts of a community welfare planning council and these groups should officially recognize the Council.

The Community Welfare Planning Council is therefore both an official council and a voluntary one. It is organized under the auspices of both groups and gets its authority not from an official government body or a voluntary group but from the authority of all (official and voluntary) participating together to meet the total and changing community situation.

Community welfare services of health, social work and recreation should be direct and clear and eliminate the confusion that comes from too many and duplicating committees. Such services must be based on continuous survey and analysis of needs and must use all resources available.

The Community Welfare Council is not an operating body but a coordinating body. It should:

1. Focus the attention of all fields of community welfare service on the family.

2. Define the function of each agency rendering community welfare service and see that their place and function is understood by all the others.

3. Seek to provide for new needs as they arise, either through new agencies or through new services by old agencies.

4. Point out the fact that community welfare services are participated in by all citizens and paid for by all either through taxes or voluntary gifts. The development of a sound financial structure for a community welfare council is essential.

5. Emphasize effectiveness of operation of agencies rather than operating economy and the fact that agencies exist to meet needs and they must not exploit the community.

6. Insist on the replacement of untrained paid agency executives with trained leaders as persons now employed retire.

7. Insist that tax supported agencies receive adequate tax funds to do their job.

8. Undertake a year-round information and interpretation program emphasizing training of school children and education of boards, church groups and civic clubs in regard to the community and its needs.

9. Emphasize prevention through health programs, recreation programs, and family welfare service programs.

10. Utilize the knowledge and skill of social workers, educators, recreation directors, lawyers, doctors, ministers, organized labor, engineers, and business men and women in the community organization program. Community organization is not the exclusive service of any one profession or any one field of community service.

The Community Welfare Planning Council plans for the progressive meeting of human needs for the community as a whole, focuses everybody's

attention on the large problems, and merges agency and organization interests into something larger than any of them.

A council does not have authority over its member agencies, only authority with. The Council is not another agency but a clearing house, a cooperative force that can accomplish more than any one of its constituent agencies. Authority, rights, prerogatives of agencies disappear when community needs and problems are concentrated on.

Effective overall coordination and planning demands that confusion, rivalry, duplication, vested interests, timidity, and isolation of public and private welfare agencies shall be eliminated.

A Community Welfare Council whether in a large or small community is:

A *FEDERATION* of all community service, civic, and social welfare organizations whose purpose is to develop progressive methods and coordinate efforts in all fields of human welfare, develope mutual understanding and effective working relations.

A *MEDIUM* through which the collective will of business, education, labor, industrial, recreation, health, and social agencies is ascertained and expressed. It is a means for bringing together all the parties concerned with a specific problem, in order that the total situation can be seen.

A *CLEARING HOUSE* for all services and agencies engaged in community welfare, providing liaison service and relationships with all appropriating bodies for welfare services, public and private, and providing for new services.

A *COOPERATIVE PLANNING BODY* that brings together the forces and agencies of the community in such a way that whatever needs to be done can be done together, that points out problems and needs, that seeks to improve programs efficiency and effectiveness of agencies, that opens up new channels of service, that discovers and uses all resources, that seeks to preserve America's greatest asset—citizen and community responsibility for their neighbors, that quickens public understanding of needs, problems, resources.

An *ADMINISTRATIVE BODY* for such common services as Research, Information, Training of Volunteers, Social Service Exchange, Volunteer Bureau, etc.

In summary, what are the trends in Community Welfare Organization? We believe them to be:

1. Recognition that Community Organization is a process and not a field of human service and as such is both a social work and an educational process. It is bringing people together to plan cooperatively for their own welfare.

2. Community organization goes on both in geographical areas and in functional fields.

3. Recogition that total community welfare planning must be participated in by all fields of community services and by all planning groups—economic, physical, and social.

4. Community welfare organization is concerned primarily with preventing social problems and secondarily with improving treatment services for the unadjusted.

5. Community welfare organization focuses attention on community

needs and on creating or improving the services to meet those needs. It is not primarily a program of adjusting relationships between welfare agencies or promoting agency programs.

6. Overall Community Welfare Planning Councils get their authority with their members from the participation of all those concerned and is responsible to no one group but to all groups cooperating in the general organization pattern.

CHAPTER IV

MACHINERY FOR CORRELATING COMMUNITY SERVICES

A Community Welfare Council is a planning and coordinating agent for those community service agencies, privately and publicly supported, engaged in health, social work, and recreation service, plus those organizations interested in, related to, and supporting such services plus individual citizens concerned with community welfare. It is a voluntary association that gets its authority from its members who represent all community interests.

The Council is both a delegate body and a body of citizens. It is primarily concerned with social planning, but has in its membership those groups whose major concern is economic planning and physical planning. It is becoming quite clear that these three phases of community welfare; social, economic, and physical planning are inter-related and effective social planning for needed community welfare service must be carried on by a council or federation that has a broader base than a Council of Social Agencies generally has.

Suggestions for Planning Sections

A Community Welfare Planning Council has three main planning divisions whose functions in general are as follows:

HEALTH

Consideration of health for a community must include public health service, hospital service and medical care. Community health must also be carefully related to other factors of community organization such as programs for child and youth care, public assistance, recreation and social protection.

The only way adequately to safeguard the health of a community is to consider health and hospital services and medical and dental care as one coordinated community service. To this must be added a community intelligent on the problem of health and the program and doing its share.

The Health Section is a study, planning, and coordinating body which, through the Executive Committee, delegates action on specific problems to operating groups in the Council and stimulates needed community action, official or voluntary.

Membership:

The Health Section should include in its membership representatives of:

Public agencies concerned (federal) (state) (local).

Voluntary agencies concerned.

Citizens representing fields of community interest and capable of giving leadership.

Medical, dental, and nursing professions, hospitals.

Relationships:

The Health Section should clear all studies, planning and programs with the official and/or voluntary agencies operating in the fields under consideration. Only in this way can community egort be conserved and duplication be avoided. Such clearance before finally presenting a program to the public will also avoid citizen confusion.

Problems:

The Health Section gives its attention to problems falling in two general groups:

1. Problems which are the direct responsibility of the Health Section. For these the Health Section should, through the Executive Committee, invite representation from other Council Sections having some concern with these same problems.

2. Problems in which the Health Section will have a direct concern, but for which the responsibility for action rests with another section of the Council. The Health Section should, through the Executive Committee, arrange to have representation on the other section to present the health point of view and recommend related appropriate action.

In reviewing all problems, selections for action should be made with reference to the

Urgency of the need.
Timeliness for action.
Possibility of obtaining result.

Usefulness:

A Health Section will find its usefulness in the following ways:

1. *Fact Finding*:

(a) Obtaining available data as to the character and extent of the problem and the resources available to deal with it.

(b) Obtaining additional needed data through local studies and surveys.

(c) Obtaining available data as to how a similar problem has been dealt with elsewhere.

2. *Planning and Coordinating of the Total Program*:

(a) On the basis of facts which are found, define the problem and the needs, and determine what further steps should be taken to meet the need—expansion of existing facilities or services, or establishing of new ones.

(b) Check to make sure that all community interests in a specific problem are represented or brought in for consultation and/or participation.

(c) Secure agreement of participating agencies or groups on the broad outlines of a plan and the acceptance of responsibility for action.

(d) Review the program periodically to make sure that the plan is in action; that it is meeting the need; that it continues to be sound in the light of changing events; that needed revisions be made; that when there is no longer need, the plan is discontinued.

3. *Stimulating and Influencing Community Action.*

through organizing citizens' support to gain necessary action by officials or voluntary agencies to meet community needs.

4. *Educating and Interpreting and Informing*:

(a) Educate the people of the community as to the nature and extent of health problems and what as individuals they can and should do about them.

(b) Interpret to the public plans for meeting these problems to gain their acceptance and support and sense of personal responsibility.

(c) Give specific information as to how they can avail themselves of existing services and facilities for particular problems.

(d) Stimulate the effective distribution of up-to-date and useful information on various phases of health through currently accurate written materials, "visual aids," radio programs and movies. The Health Department, as the official agency in the field has the right to approve the content of any community health education program and all material should be cleared before distribution.

5. Stimulating increased citizen participation in the health program either by acceptance of personal responsibility by the individual for himself and his family, or by sharing in the work of carrying out a plan.

Suggestive Problems:

A. *Communicable Disease Control*:
   1. Venereal disease control.
   2. Tuberculosis control.
   3. Acute communicable disease control.
   4. Immunization.

B. *Environmental Sanitation*:
   1. Food sanitation.
   2. Sewage disposal in overcrowded rural areas.
   3. Mosquito control.
   4. Rodent control.

C. *Medical Care*:

D. *Maternal Health Service*:

E. *Child Health Service (Medical and dental)*:

F. *Mental Hygiene*:

G. *Safety*:

H. *Other related problems.*

FAMILY WELFARE AND CHILD CARE

The family is our basic social unit. Consideration of the welfare of families and the care and protection of children should be considered together in all total overall planning for community welfare.

Such problems as friction and tension in family relations, child neglect, delinquency, truancy, parent-child conflicts, unsatisfactory school adjustments, malnutrition, the rejection of parental authority and supervision by children when earning money, the changing attitudes of girls because of early contacts with men in the armed forces, the abuses and violation of child labor laws, lack of regulation of part time school children, care of children of working mothers, unmarried mothers, etc., are family problems and need family and community controls and services. Everything that concerns the family and its stabilization is the concern of this section.

The section acts as a channel through which a complete community program of services to relieve economic needs and assist in behavior and adjustment problems can be planned and promoted. The section is a study and

planning body which bring about collaboration of agencies and through the Executive Committee suggests the delegation of action on specific problems to operating agencies within the Council.

The membership of the Section should include:

Representatives from Department of Public Welfare, American Red Cross, private family welfare and child care agencies, women's clubs, U. S. Employment Service, Federal Public Housing, Chamber of Commerce, Organized Labor, minority groups, industry, churches, public and parochial schools, parent-teacher associations, recreation agencies, civic groups, juvenile courts, police departments, librarians and interested citizens.

The section looks to the Federal Security Agency, Office of Education, and the U. S. Children's Bureau, and Stare Committees for technical advice and guidance as well as to such national agencies as the American Public Welfare Association, the Family Welfare Association of America, the Child Welfare Leeague of America, etc.

The duties of the Section are:

1. To ascertain the extent of the problems related to family welfare and child care and to keep the community informed on these problems and needs.

2. To ascertain the extent to which facilities of public and private services are meeting the needs of families and children.

3. To aid in maintaining unweakened the existing agencies and facilities needed and equipped to meet one or more of these problems.

4. To cooperate with industry in the establishing of employment practices regarding hiring of mothers, hours of employment and such other factors as have a direct effect upon the provision for adequate child care service.

5. To encourage the full use of all available women in industry before mothers of small children and adolescents are recruited for work.

6. To rally community leadership in solving such problems as community rejection of newcomers, legal barriers to receiving adequate relief, medical care and overtaxed welfare, recreational and educational facilities.

7. To take leadership in providing procedures necessary for the early identification of children's and adolescent's problems and referring them to the appropriate treatment agencies.

8. To assist in securing new services or adaptation of services that may be necessary. These include counseling service, day care of children of working mothers, planned parenthood services, counseling services.

9. To establish practical working relationships between social treatment agencies and law enforcement and medical agencies looking toward the protection and rehabilitation of girls who have become involved in prostitution and sexual promiscuity.

10. To plan for the best participation locally in the programs sponsored by the Federal Children's Bureau, the Office of Education, State Committee on Children in War Time, and other governmental agencies.

11. To plan for the development of Adult Counseling Centers for vocational family, personal guidance.

RECREATION AND INFORMAL EDUCATION

There is no other field of community welfare which is moving out with such force, making such progress and standing on its own feet in dignity and service as this one of recreation and informal education.

Recreation is not just play for children, or playgrounds. It is not just a matter of charity for slum folks. It is not a negative force to prevent something. It is not just athletic sports and games. It's not just a service men's program. Recreation is for adults as well as children. It is for the banker and industrialist and the worker, for all citizens. It is a way of life, a means of bringing joy to the participant. It is music, are, drama, fishing, hunting, reading, arts and handicraft, dancing, as well assports. It is a year round project and is carried on anywhere and everywhere people get together.

The Section is a study, planning, and coordinating body which through the Executive Committee, delegates action on specific problems to operating groups in the Council.

Membership:

The membership of the Section should be widely representative of all groups interested in a complete community recreation program, commercial agencies, labor, plant management should be represented along with public, semi-public and private recreation. Youth serving organization, school and church groups, settlements, parks and playgrounds, civic clubs and others should also be representative.

The state recreation organization and planning bodies and field representatives of the Federal Security Agency, the National Recreation Association, the U. S. O. and Youth Serving Agencies should be called on for assistance.

The objectives of this section of the Council are:

1. To integrate the program of all agencies and organizations interested in recreation, both public and private in order to make a united approach in providing recreation facilities and leadership to all citizens and eliminating confusion and duplication of effort.

2. To increase and improve recreational opportunities in all areas.

3. To consider all community resources, both public and private, to determine whether they are being used to maximum capacity and efficiency in promoting a community recreation program for all citizens.

4. To initiate suggestions as to ways in which volunteers may be used, what training is necessary and what standards should be observed in relation to their supervision.

5. To initiate suggestions as to surveys and studies that are necessary in regard to leadership, facilities, financing and coordination of recreation and informal education agencies service.

6. To serve in an advisory and sponsoring relation to Youth Councils, Adult Education Councils, Service Men's Committees, etc.

Program:

The activities of the section should include:

1. The discussion, adoption and use of the Guiding Principles for Recre-

ation and Informal Education Agencies that is approved by those agencies, as suggested here.

2. The development of a well rounded recreation program directed to all age groups and all segments of the population utilizing schools, settlements, parks and playgrounds, and churches under the general direction of a Municipal Recreation Committee with adequate staff for program guidance.

3. Encourage the development of new recreational services by

(a) Family Recreation Centers.

(b) Recreation for oldsters, etc.

Suggested Guiding Principles for Agencies Engaged in Recreation and Informal Education

A Recreation and Informal Education organization functions for the benefit of the people in its area. These people, with their own vocational abilities and avocational interests, their own prejudices and fears, their own customs and beliefs, their own differences among themselves, both group and individual, constitute a segment of the population that is different from all other segments of the population. An effective agency then, knows the characteristics of the people in its area, and especially the characteristics of the people participating in its program.

Developing and Planning of Policies and Functions

It is essential for each agency to have a carefully formulated informal recreation and education philosophy for itself to the extent that it promotes the principles of, and is consistent with, the democratic way of life. Every agency should be able to justify any marked variation from generally accepted principles. The stated philosophy of the organization should be associated with and be made fundamental to the program of each agency. This philosophy should be made specific in a statement of objectives. Without such a statement of objectives growing out of a sound educational philosophy, an agency leads an aimless life.

Activity Program and Skills

A Recreation and Informal Education organization has as its principle reason for existence the leisure time activities it offers its members—in other words, its Activity Program. The Activity Program then represents the nucleus of the organization's work, and the effective administration therefore demands that the *how*, the *why*, as well as the *what* of the program be given careful study particularly in relation to the needs of the individuals in the area served by the organization.

An Activity Program is normally composed of a number of groups meeting under the direction of the organization. Some of these are clubs, others classes, interest groups, or mass activities. Because each of these groups is a separate entity and also a part of the total Activity Program of the organization, any study of it must take into consideration both aspects. Likewise, any study of an Activity Program must take into consideration the groups that comprise it.

In an effective organization, concern is given to developing and administering the Activity Program, and to seeing that those who participate obtain certain values out of the experience. These values are considered supplemental to those obtained through other major social institutions, such as the home, the school, the church, etc. They include (1) factual information or knowledge, (2) abilities to do—knowledge and understanding combined with skill, (3) desirable attitudes—scientific, social, moral and others, (4) worthy ideals, purposes and appreciations, (5) resultant intelligent interest in participating in general life activities.

Since these results cannot be assured easily, it is necessary for recreation and informal education organizations to devote considerable thought to the development of their Activity Programs. Not only must activities be carefully selected, but also the content, leadership, objectives, etc. of each must be given serious consideration.

Because change is universal, constant adaptation and development of the Activity Program is necessary. This should be a cooperative enterprise engaging all staff members, the membership, board, and committee members, carried on under competent leadership and using all available resources.

Individual Guidance, Counseling, and Personal Service

Most individuals have problems and the members of recreation and informal education agencies are no exception. Because of the unique relationship that exists between the staff and members, such workers frequently find themselves sought after for help with problems having to do with education, health, family relationships, employment, etc. The complexity of our present civilization has increased rather than decreased these demands for help.

It is rightful responsibility of an organization in this field to attempt to satisfy these demands. Guidance and counselling may be offered on many levels, from the casual bestowing of advise to treatment utilizing case work methods. The effective organization recognizes however, that its own contribution lies somewhere between these two extremes. While it does not attempt to give thereapy, it does see that guidance, in order to be helpful at all, must be purposeful, planned and skillfully offered. It may be formal or informal. In cases where the problem is too complicated for the organization to handle, the guidance should only be preliminary to referring the individual to another agency equipped to offer the needed service.

Although individuals come to recreation and informal education organizations primarily for recreation, workers are frequently in strategic positions to observe and diagnose early behavior problems. In most cases the member usually does not ask for help himself, and consequently the task of offering the right kind of guidance is one that requires the greatest skill, especially if a referral is to be made.

Recording and Reporting, Study and Research

The effective organization recognizes that a comprehensive and carefully organized system of records and reports, both statistical and narrative, provide the soundest basis for any planning. Such records and reports are essential also for other organization purposes: administration, supervision, interpretation, development of the group program, cooperation with other agencies, etc.

For the purpose of social and educational planning data based on reports

submitted regularly over a period of time are more reliable and more valuable than those obtained from spot studies. The former show graduations and fluctuations more clearly and are less subject to the biases that may be present at anytime. Moreover, well-planned special research projects attempt to make the fullest possible use of the material that is available from periodic statistical reports.

We can no longer assume that just because an individual participates in the program of an organization therefore he is being helped in some way. Probably he is, but more and more organizations are going to be asked: "How is he being helped?" An effective agency does not answer this question with vague generalizations but rather with studies and evaluations of its area, of its methods and processes, and of its outcome insofar as they are measurable. Evidence is sought to show that members are gaining knowledge and developing worth while skills, attitudes, tastes, appreciations, and habits; that they are developing capacities to make desirable choices or to exercise good judgment in the selection of friends, vocations, leisure activities, goods and services, and in other important areas of contemporary living; that they are growing in ability to get along with other people and to participate to the limit of their resources in collective thinking, planning and doing.

Personnel

A competent staff is the indispensable element of an effective recreation and informal education agency. Such a staff is not merely a collection of individually competent persons; it is a cooperating group sharing common purposes and motivated by common ideals. All the members of the staff, before their appointment, should produce personal qualifications for the work. While diversity of preparation and viewpoints are often found, all the staff members of an effective agency are aware of the problems of working with groups and with individuals, and of the need for their own continuous professional growth and development. Saff members furthermore have the ability and the desire to work together cheerfully, harmoniously and effectively for the good of the organization and for the people of the area it serves.

In the selection of individual staff members, attention is given to leadership ability, personality, health and character. Each member has a broad, general scholarship, thorough preparation in his special field, professional competence and reasonable social development.

Physical Plant and Equipment

The effective agency that depends on a physical plant for its operation recognizes that this plant and its equipment exert a profound influence on the agency's educational program and on the outcomes of that program. These may be appreciably enriched or seriously restricted according to the thought, or lack of it, that is put into plant design, and equipment. Cost is not a consideration here, for a well designed building can be erected or remodeled for the same amount as a poorly designed one. What is of primary importance is that the physical plant and equipment play a functional part in the agency's attempt to meet the needs of the area it serves.

It is desirable that the building be attractive and appropriate in design so that beauty may be evident both within and without, that it assure the safety of its occupants, even in emergencies; that its location and construction assure healthful conditions. Effective agencies whenever possible see that their

buildings are integral parts of community planning programs.

Administration, Relationships, and Finance

Alternate responsibility for the administration of a recreation and informal education organization is vested in its Board of Directors. In an effective agency this Board, composed of representative laymen, has three major functions; (a) policy determination, (b) financial support, (c) and administrative direction.

The Board, although retaining its sovernity, recognizes that it can perform all of these functions satisfactorily only if it works in partnership with the executive and with the staff. The support of an organization involves in itself the separate functions (a) the raising of funds, (b) disbursing of funds, (c) determining of costs of meeting specific needs of the organization. The administrative direction which the Board assumes is simply the process of seeing that the policies which have been determined upon, and for which support has been found, be properly carried out.

If the agency is a member of a joint financing body, such as a Community Fund, the actual money-raising responsibility is outside the Board control, but it must lend its support to the collective project. The other functions involved in the support of an agency—distributing funds and determining costs—are properly the responsibility of the professional staff uniting in cooperation with members of the Board.

Effective administration demands efficient organization, management, and relationships with individuals and organizations.

In our present society it is necessary for every organization to relate itself to other organizations in the community. This is especially true if the agency is a participating member of a Community Fund or a joint planning body. Every neighborhood is related in some way to other neighborhoods, which in turn are affected by larger communities.

OTHER METHODS OF ORGANIZATION FOR PLANNING

There are three other methods of community planning in addition to the three divisions of a Community Welfare Council just outlined:

First, organizing the community around special projects as consumer education, nutrition, vocational education, gardening, housing, juvenile delinquency, etc. These projects generally cut across the interests of the major divisions of a planning council.

The procedure is the same—call together all those interested in the program, present the facts, suggest several ways of organizing to meet the need, decide in conference on the program to meet the need and the organization structure to carry it out. This may mean a referral to an existing group or committee or a new organization and the last step is to guide the organization or agency in carrying out the directive given it by the planning group.

Second, is the organization of neighborhood councils to meet specific needs in smaller areas of the larger community. Some neighborhood welfare councils are set up as follows:

Neighborhood Council

Purpose:

To coordinate the services and activities of all the social welfare agencies

and forces in the community in order to:

(a) Eliminate both overlapping and overlooking in social welfare.

(b) Prevent juvenile delinquency.

(c) Develop community consciousness, neighborliness and responsibility for the welfare of the community.

(d) Provide a liaison service between the social problems and needs and the resources for meeting them.

(e) Develop a procedure by which a united cooperative attack can be made on certain outstanding social problems.

Procedure:

1. Call together representative citizens of the community and representatives of all social welfare forces operating in the community; including settlements, schools, churches, courts, public health agencies, family welfare agencies, Scout leaders, playground supervisors, etc., and including both public and agencies.

2. Organize with a chairman and secretary and affiliate with the Council of Social Agencies.

3. Plan for the following committees:

(a) Adjustment Committee: To clear all chronic social problems or those on which a united program is necessary.

(b) Resource Committee: To collect and publicize all resources in the community in public health, family welfare, child care, and recreation facilities and leadership.

(c) Executive Committee: To plan and put into effect the actions of the Council and to develop an educational program.

Possible Activities:

1. Establish a central office for clearing purposes in one of the existing agencies.

2. Collect and keep up to date all the resources for public welfare in the community including activities, facilities, and leadership.

3. Hold adjustment conferences as necessary to increase efficient social welfare service by all agencies working together.

4. Provide big brother and big sister service to juvenile delinquents and pre-delinquents.

5. Point out to agencies where and how their work can be extended or improved.

6. Plan an educational program through schools, churches, and homes that will keep people intelligently informed and interested in social welfare work and develop a sense of personal responsibility for the welfare of all members of the community.

Third Is Community Planning for Youth Around the Individual

The conservation of our human resources in children and youth is a major problem that many different agencies, programs and professions are concerned with. This multiplicity of services creates the need for community planning for youth. Every community needs some integrating and coordinating body to provide for an overall plan and program that will work out through broad strategy of child consercation.

The Public School is in an admirable position to do this through the establishment of a Child Accounting Bureau, that will keep the record and report on what is being done to and for each boy and girl by the public and private agencies, that will help all organizations and professions to see the whole problem, and that will establish a basis for accountability for what is done and not for and with youth by all agencies serving them.

Such a Child Accounting Bureau would not attempt to establish a coordinating council or promote intra-agency conferences to bring together community forces and agencies working with youth. There are enough of such councils now and they are just as successful as it is possible for the representatives of each agency to be when they are brought together in a situation in which they must maintain the prestige of their organization or profession and point out their unique functions, needs and rights.

A Child Accounting Bureau in its program of community planning for youth would begin with the child and his needs that the various agencies can minister to or with a particular situation as a local school area where agencies can contribute to its development. The emphasis is on the child and the situation that makes him what he is and not on the agency or agency coordination machinery.

It is probable that all the different community service organizations working with and for children and youth will be needed in this enterprise. If they are their services will be coordinated through the Child Accounting Bureau. It will mean the pooling of these agencies resources and personel in an overall community undertaking. It will call for a great deal of self discipline and the putting of youth and their needs ahead of the agency and its program. The urgency of community planning for youth demands that every agency give generously and the best they have to such a program.

Community planning for youth is a public job and the school is the public agency to undertake it for many reasons; all children can be found at sometime in our public schools, schools are an educational institution and this is an educational job. It is not one for police, juvenile courts or any news bureau. If there is anything that most communities do not need, it is another agency, public or private, to do something to or for youth. But every agency needs community support to improve, enlarge or redefine their services to meet changing needs. A Child Accounting Bureau would assist in this process.

The public school has no limitations it cannot overcome in meeting its full responsibility for the education of children, which includes the prevention of juvenile delinquency, the planning for the social welfare of children and providing for the leadership of and the facilities for "the worthy use of leisure." It will cost money, but not as much as adding new public agencies or private ones ad infinitum. It will take some reorganization and extension of program, but it can be done more effectively and efficiently through our existing public authority on child conservation, than through the establishment of a new agency. The School is concerned with all facets of the childs life.

A Child Accounting Bureau would see to it that all agencies, public and private, served youth at the point of need. It would secure the assistance of health, police, recreation, social service, and religious agencies. Through an Advisory Board of citizens concerned with child welfare an youth conservation it would see to it that legislation needed was secured, that laws were enforced, that parent education was a continuous process. The civic clubs, the

P. T. A., the Women's Clubs would assist as called on by the Bureau.

A Child Accounting Bureau would see to it that the schools program of vocational education, recreation, visiting teacher service, was geared to the need of the child and coordinated for his best interests as well as the programs of the police, juvenile court and probation officers, into one program of child conservation united around the child.

Schools are not social service agencies, we have plenty of them. Neither are they recreation or health agencies of which we have plenty. Nor are schools police departments or juvenile courts.

Schools can provide the best means for coordinating these services and making over bad neighborhoods, and developing community responsibility by getting all forces to cooperate and coordinate their programs around the needs of the child, in order that he can grow and develope toward the sun of his own destiny. This is the American way of preserving human values and advancing democratic ideals.

CHAPTER V

IMPROVING COMMUNITY WELFARE SERVICES

How Can I Know My Community?

Several questions naturally arise in seeking to answer this question; what do you want to know about the community? What should one know about one's community? and What is my community?

Let us tackle the latter question first. For the purposes of this discussion, our community will be that political division known as my town or city and the county in which it is located. This makes not only for a political entity, but it is also a trade and business area, and it can be studied in reference to other similar areas. The town or city is the center or focus of a group of people. Lewis Mumford's definition of the city can be our definition of a community. "The city is the form and symbol of an integrated social relationship; it is the place where the diffused rays of many separate beams of life fall into focus; it is the seat of the temple, the market, the hall of justice, the academy of learning." 1

Some communities are big cities like New York, Chicago, New Orleans, Los Angeles, etc., made up of several smaller communities; others are small cities made up of neighborhoods; others are towns made up of possibly just one or two neighborhoods. Regardless of size, however, my community is the total area and population included in the political division of my city and county.

What one wants to know about their community will be determined by their understanding and appreciation of community life and their sensitiveness to the meaning of community culture. Several books will be of great value to those desiring to develop an understanding of their communities. One of these we have just mentioned, "The Culture of Cities" by Lewis Mumford. Others are "Middletown" and "Middletown in Transition" by R. S. and M. H. Lynd, "Our Cities, Their Place in the National Economy" by the National Resources Committee and "Town and City Planning" by Thomas Adams.

We will see from our study of these and other volumes that what we want to know about our community is just about everything, but this everything must be in relationship to all the factors and forces involved. It must include also the relation of my community to the region around it, that is, the trade area, the newspaper circulation area, the other centers of population engaged in and living in similar occupations and geographical and climatic conditions.

My community must be seen as a living, vital organism within a larger organism—the region. My community is a changing organism and what we want to know about our communities is what makes this living pulsating organism? what does it consist of? why did it start? why does it continue? what causes it to change? what does it do to its inhabitants? etc.

It is important that we should know our communities in this way, because of the new role of cities and regions in modern civilization, and because

---

1 Lewis Mumford, "The Culture of Cities," Harcourt, Bruce & C., New York, 1938, p. 3.

of the kind of people communities develop. An individual is born not only to a body but to a culture. The person develops out of the interaction of that body in that culture and the culture on that body. The study of anatomy tells us about the body. The study of sociology tells us about the culture. A very important aspect of that culture is my community. If we want to understand ourselves, if we want to work with others to make the most out of society for the development of all, if we just want to save our own skins, we must know our communities.

What are some of the things we ought to know about our communities right now? First, its origin and history to date and the causes. Second, the population, characteristics, age, sex, and racial divisions, and any changes in these characteristics over the years. Third, the type of community—commercial, industrial, educational, political, and any changes or combinations of these types and the reasons for. Fourth, the political organization of the community and changes and developments including charter ordinances, taxes, administration, etc. Fifth, the social problems of the community including mortality rates, crime rates, etc., and any outstanding catastrophes. Sixth, the resources, both public (tax) supported and private for meeting or preventing these problems.

Dr. E. L. Thorndyke has suggested a general goodness score for communities with the following factors as being important:

1. Low Death Rate.
2. High Per Capita Expenditure for:
   Education.
   Libraries.
   Parks and Recreation.
3. Rarity of Extreme Poverty.
4. High Proportion of Home Ownership.
5. High Proportion of Youth Over 16 Years of Age in School.
6. Large Per Capita Circulation of Good Magazines.
7. Widespread Installation of Gas and Electricity.
8. Excess of Doctors, Nurses, and Teachers Over Male Domestic Servants.

The question now arises, where can I find out these things about my community? We suggest, first of all, the public schools. If the schools can not supply this information, they are not doing a good job. Most every school system has a course in Civics. This is the place where we study our communities. "Know Thyself" is important, but "Know Thy Community" is equally so.

The research departments of Councils of Social Agencies, Councils of Community Agencies, Chambers of Commerce, Municipal Research Bureaus, State and Local Planning Commissions, Public Libraries, colleges and universities will have the answers to many of these questions. If they do not, or if there is no such group to gather and continuously keep up to date this information, no better project could be undertaken by any group than to initiate a cooperative research and planning body to study, collect, interpret, and keep up to date the complete facts about our community so that we can see and understand it in its entirety and in its relationships.

A social welfare information test developed in one community covered

the following points which are quite suggestive:

1. What is our approximate population?
What is our percentage of increase or decrease since last Federal Census? Is this normal?

2. What percentage of our population is foreign born, Negro, other races? How many boys, girls of school age do we have?
At the present rate of increase, how many will we have ten years from now? What difference will that make in our school programs? In our church programs, etc.?

3. When did the first cooperative planning program in social welfare start? The first cooperative financing program?

4. What are the significant dates of the beginning of community welfare and social work projects? Public and Private?

5. What changes and adaptations of programs of welfare agencies, public and private, to changing needs have there been in the last 20 years and why?

6. Where are the greatest number of lo wrent houses? Where is a rehousing program most necessary?

7. What areas of the community have the highest amount of tuberculosis, delinquency, infant mortality, number on relief. What is the cause of this?

8. Is juvenile delinquency increasing or decreasing?

9. What is the death rate? How does it compare with other communities? Maternal mortality rate? Infant mortality rate?

10. What is the employment index?

11. How many graduates from high school go to college? To work? What kind of work?

12. What is the community's program for employment security?

13. What is the community's program for leisure time avocational activities?

14. What is the community's program of public health, care of sick? How many public health nurses? How many hospital beds? What is plan for care of indigent sick?

15. How does this community's per capita expenditure of tax funds for schools, government, health and sanitation, libraries, protection of person and property, charities, highways, parks and playgrounds compare with other cities of its size?

16. How does our per capita expenditure in retail stores compare with other cities of similar size?

17. How does our per capita donations to the Community Chest compare with other cities? Our per capita church contributions?

18. How many social welfare organizations does our community have? How many in each of the following divisions, their names and location:

A. Family Welfare and Relief:: Categorical (Social Security), Direct, Disaster, Homes for Aged, Legal Aid, Transients, Veterans, Work Relief, Working Girls and Women.

B. Protection and Correction: Courts, Detention, Missing Persons, Prisoners' Aid, Probation and Parole, Protective, Truancy.

C. Child Welfare: Hygiene, Placing, Child Study, Day Nurseries,

Orphanages, School Lunches, Visiting Teachers.

D. Health and Hospital Service: Clinics, First Aid, Handicapped, Hospitals, Medical Social Service, Nursing Service.

E. Vocational and Economic: Economic Association, Employment and Guidance, Cooperatives, Farmer Service, Professional, Technical, Trades, Work Permits, Work Shops.

F. Leisure Time Education and Recreation: Art, Camps, Drama, Libraries, Music, Parks, Youth Organizations.

G. Neighborhood Cooperation and Coordination.

19. Have you a copy of the Directory of Social Welfare Agencies and the Social Welfare Year Book?

20. How many of your welfare agencies are publicly (tax) supported? How many are privately supported?

21. What is the total amount spent per capita on all welfare work, public and private?

22. What organization of cooperation between agencies and coordination of welfare services do you have?

23. How many playgrounds? Community Centers? Recreation Leaders? To what groups are they open?

24. How many transients go through my community each month? How are they cared for?

25. How many camps for boys and girls and young people are operated by agencies in your community?

26. Where would you call to help a person in trouble if they needed food? Medical attention? were lost? needed a job? had tuberculosis? were feeble-minded? deaf? blind? begging? homeless? friends?

27. In the disposition of delinquency cases, what is done with them? What per cent are sent to institutions? put on probation? dismissed?

28. What is done with dependent and neglected children? What per cent are sent to orphanages? relatives? day homes?

29. How many, per 1,000 population, children are being cared for by the Social Security Program? old people? blind?

30. What per cent of homes are owned in your community?

31. What is your expenditure per case per month for relief?

32. How many group work agencies do you have? How many groups? Enrollment? What per cent of the youth population is this?

33. How are the aged and blind provided for?

34. How many hospital beds? Is this an adequate number?

35. How many illiterates?

36. How complete is the educational program of the public schools? What is the per capita expenditure for education?

37. What adult education activities are there?

Individuals and groups seeking to know their communities can make up their own list of questions and their own community welfare intelligence tests from these and related questions.

The sources of information have been suggested. If not available, a re-

sponsibility rests on us all to see that some organization or group is set up to help us to know our communities accurately and intelligently, for our communities will make us or destroy us.

How To Start A Community Council If You Do Not Have One

Usually it is necessary that some single citizen make the first move toward organizing a new council. It is well, however, to make the proposal to a group and have the idea be that of the group rather than of an individual. The "we" effort and spirit must motivate throughout. Organization may proceed along the following lines:

1. Be sure that there is a felt problem or need in the community which gives cause for cooperation and organization. The more urgent the need the better. People will be aroused and respond when something definite is to be done.

2. See if there is an existing coordinating group or one that by expansion and adjustment could serve the purpose.

3. Secure printed matter available on the purposes of a council, and the methods for organizing and conducting one.

4. Call on the appropriate agencies of the State and the colleges for consultant services. Obtain the names of going councils and send a committee to visit one.

5. Discuss the idea with other groups and individuals. Get their reactions. Be ready to give them literature.

6. When several leaders or groups are interested they may be called together to discuss plans in detail and determine what organizations or individuals should be consulted next.

7. Several preliminary sessions, gradually increasing the attendance, should be held.

8. Bear in mind that the number of groups and individuals represented in a council will vary widely with the nature and size of the community. Imposing numbers are not always necessary. A small town may have an excellent council with six or ten members while a larger city may have fifty or more.

9. Call an organization meeting.

a. Send invitations to all groups over the signature of a committee.

b. Be ready to show what needs to be done and how a council plan will mean much to the community.

c. Have someone ready to present a tentative plan of organization suggesting purposes, basis of membership, frequency of meetings, and other details. Allow time for free discussion.

d. Invite a member from a going council to tell what they have done and how they did it.

e. If the assembly favors establishing a council, one of several courses might be taken.

(1) Adopt the tentative plan presented.

(2) Request each representative to present the plan to his group asking approval of the plan and the appointment of an accredited representative.

(3) Elect or appoint a committee to make further plans, arrange for a future meeting, or nominate officers.

10. Call in a Community Welfare Planning consultant to assist in the final organization and program planning.

How To Get The Most From A Community Welfare Council

1. See that it is the business of someone to follow up on proposals, recommendations, and actions. The successful larger councils employ or have the services of a full-time executive secretary. Smaller councils employ consultants on a part-time basis to assist a full-time secretary. Everyone's business is apt to become no one's concern. A paid staff is helpful to get the best results and to keep the machinery simple.

2. Keep the council active, studying needs and problems of the community. Uncover the sore spots and the conflicts. Find the facts, evaluate them, and make them of community concern. State the purpose broadly. Educate rather than legislate.

3. Refer projects to existing organizations whenever possible and perform only such tasks as cannot be handled by other groups. See that all agencies are members of the council.

4. Meet regularly and have vital matters for consideration at each assembly. Report progress and achievements. Follow up inaction. Seek broad participation by all citizens.

5. Elect a chairman with demonstrated ability, whose interest extends beyond his own organization and in whom the community has confidence. The chairman sets the tone of the meeting. He must be an able discussion leader and one who gets maximum participation in group conference. Let volunteers and paid workers share in the responsibility.

6. Get an efficient secretary with definite time for the job. He must keep the minutes, record votes taken, and appointments and recommendations made. He must keep all organizations informed and generally facilitate and implement the work and wishes of the council. In some cases, he becomes an executive and does much of the work of a chairman.

7. Call upon and use the services of consultants and specialists in the fields of the community's needs and interests. Such persons can be obtained from colleges, universities, and state departments in the fields of community planning, health, education, recreation, veterans' services, youth programs, job planning, and in social and civic problems. Make the approach positive, not an inquisition.

8. If the council is large, arrange for effective committees and committee work. The executive committee or Board of Directors should plan each meeting, do some fact-finding, and give thought to what needs to be done, how it can be done, and who might do it. The committee must discern what it must do in terms of wise planning and action and what must be left to the council for its decisions and actions. Functional committees should be appointed to represent broad areas of well recognized need incited by current events or conditions. The Board of Directors is the heart of the Council and committees are responsible to it.

9. Arrange to have finances adequate to meet the plans of the Board and plan long range financing.

10. Cover the national geographical area.

11. Create committees and divisions as needed and focus on needs rather than agencies.

12. Don't become an operating agency to meet a need, but a planning and coordinating one.

CHAPTER VI

TRENDS IN COMMUNITY ORGANIZATION

There is a growing appreciation of community organization as a method —the way in which people work together to balance needs with resources—in social planning and a broadening concept of community planning and development as a field of service devoted to the commonweal in which social, economic and physical planning are interrelated and complementary. The community organization movement is one of widening circles of specialized services which intersect each other. The major types of community services found in the field of Community planning and development are (1) Health, Welfare and Recreation; (2) City and Town Planning; (3) Good Government—citizenship—Organizations; (4) Adult Education Councils; (5) Intercultural Agencies; (6) Economic Development Councils; (7) Neighborhood Councils; (8) Community—all purpose—Councils.

Community planning and development is an overall term used to embrace all activities, organizations and movements concerned with planning (economic, social and physical) designed to (a) prevent social problems and (b) treat social problems that occur in spite of all efforts to prevent. "Community planning and development is a collaborative enterprise of public officials, private interests and citizen groups," as F. Stuart Chapin Jr. points out in SOCIAL FORCES, March 1947. The national groups most interested in this field of service and this method of community organization are the American Association for Adult Education, Community Chests and Councils, National Planning Association, Association for Study of Community Organization.

Community organziation is one of the methods of one of the applied social sciences—social work that is used in the field of community planning and development. It is primarily the methodology used in that aspect of this field of service devoted to social planning. Dr. Wayne McMillan, Chicago Univ. says "Community organization in its generic sense is a deliberately directed effort to assist groups in attaining unity of purrpose and action. It is practiced wherever the objective is to achieve and maintain a pooling of the talents and resources of two or more groups in behalf of general or specific objectives. Social planning is the dominant activity among groups concerned with community organization, "SOCIAL WORK YEAR BOOK," 1948. All of the other applied social sciences are important in this field also and all of the social science disciplines. Education is a social process.

Citizen participation in meeting social welfare needs in their communities is adult education. It is both the community organization aspect of adult education and the adult education aspect of community organization.

Community organization as a method of social work is of course primarily concerned with that phase of social planning that has to do with the diagnosis and treatment of social problems—the adjustment aspect. Social work is basically social therapy and includes techniques of adjusting, restoring and rehabilitation. Much social planning however is concerned with the planning (creative, developmental, educational) aspect rather than the adjustment therapeutic aspect. Community organization must be seen therefore as including both the planning and the therapeutic aspects. It is a method that can be used in economic and physical planning and its implications are much

larger than social work for as Dr. McMillan has pointed out at another time, "the community organization process operates within many kinds of framework, both inside and outside of social work and it pervades and animates widely divergent kinds of programs." SOCIAL SCIENCE REVIEW, March 1944.

The field of community planning and development in which community organization is practiced is concerned with the total welfare situation, Social welfare is the term used to denote all the fields of service that have to do with human and social welfare—the commonweal. It must not be confused with social work which is a method and is not synonomous with social welfare.

The Commonweal

The basic and continuous problem of social organization for the commonweal (social welfare or common welfare) is to secure a solid foundation for creative, satisfying living in a changing world.

The atomic age that now faces this changing world has been ushered in by a quarter century of rapid shifts in human relations characterized by war, splendid isolation, normalcy, prosperity, depression, stabilization, recession, defense, and war again. It is not to be wondered at that we are now in a confused and fearful peace.

In order that all phases of human living in our present day complex society may be seen in their relationship to social welfare and the way they are all related and integrated into the commonweal, it is necessary to distinguish between the fields of service devoted to the general welfare, the functions of life on which these fields rest, and the methods used in trying to assure the good life for all.

Life is a unit and the welfare of all or the commonweal is a unit. To understand it, both the whole and the parts making up the whole must be seen. Each of the parts needs to be defined and limited, their interdependence and relationship to all the parts and to the whole must be understood if the welfare of all is to be accomplished.

"Life, liberty and the pursuit of happiness" is the objective of all forces, agencies, institutions and programs related to the general welfare. Health—Education—Welfare are all interrelated in the commonweal.

An analysis of the human and social relations that make up the commonwelfare shows that man lives by work, play, love and worship as Dr. Richard C. Cabot wisely summarized some years ago. These factors of life can be classified into the following divisions of living; employment, recreation, family and child welfare, and religion. The institutions of society related to these factors and areas of living are the school, the job, the community, the home and the church.

The areas of human and social relations devoted to the general welfare in these institutions are government, employment, housing, health and care of the sick, education, care of special groups as aged and handicapped, social security and insurance, counseling and guidance, recreation, family and child welfare, safety, provisions for dealing with crime, religious groups, associations and fraternal orders, community planning and development.

The fields of service devoted to these areas, institutions, divisions and factors of living in present day society—the commonweal are: Employment,

Housing, Health, Recreation, Social Security, Education, Guidance, Religion, Community Planning.

Within these fields of service devoted to the commonweal three aspects of society; the economic, the physical and the social, and three aspects of living; the individual, the group and the community, are always considered.

Within the framework of the commonwelfare and the fields of service devoted to it, many methods of intercommunication have developed such as conferences, counseling, instruction, case work, organizing, administering, group work, publicity, testing, research, etc.

These methods of communication and education for the commonwelfare have been organized into systems or disciplines by the professions of teaching, nursing, counseling, medicine, law, ministry, social work, recreation, planning, etc. Preparation for these professions can be secured in schools devoted to them.

Professional jealousy for the improvement of the services rendered people in the various fields serving the common welfare is to be desired, but professional jealousy for the status of workers within these fields and manoeuvering and manipulating within agencies in the various fields for the sake of status is not desirable. It is a fine thing to be converted to an idea, to a field of service. It is quite another thing to be converted to a method.

Just as differentiation and division of labor is necessary for action in the present day organization of society, so is the ability to see the total person in the total situation, necessary for the understanding and insight, the outlook and appreciation of the commonweal and all that contributed to it. Both the individual in society and society as a whole with its network of interrelations and interdependencies must be seen if there is to be any control of the general welfare in order that the objective, "life, liberty and the pursuit of happiness" may be achieved.

Community Welfare Organization Today

Community welfare organization today is far more than coordinating the programs of the social work agencies of the community through a Council of Social Agencies which often means a conference of social workers. The procedure in community planning and development has changed from getting a few private social service agencies together to talk about social work to getting all agencies and forces in the community together to look at the whole problem of social welfare.

Something is wrong when community welfare services do not serve all the people adequately. The whole truth is not that there is not enough money raised from private sources or that there is not enough tax money appropriated. There is confusion and duplication among agencies and rivalry and confusion in regard to method among professionals in the various fields of community service. There is little coordination in planning and service.

The procedure in community planning and development has changed and it is now clear that the organization for community planning, whatever its name, must be a group that is representative of civic organizations, public officials, private interests, and all citizens concerned with the welfare of the community. Such an organization must be broad, all inclusive and impartial in its purpose and policy. It must also be voluntary, non-official and non-

partisan and it must be permanent self sustaining and a self supporting organization. Such community councils provide the mechanism and community organization provides the process or the method by which people come together to share and pool their experiences and plan for the good of all.

The emphasis in community planning and development has shifted from getting the heads of agencies together in a coordinating council, which was just as successful as it is possible for such a group to be when the representatives from each agency must maintain the prestige of their particular organization and point out its unique functions, needs and rights, to a more realistic approach in which emphasis is on the area of need, around which all the resources of the community are mobilized.

Every agency, every church, every school, every civic organization and eveery citizen is interested in human welfare. People want to be assisted in planning to meet their own needs and they resent planning being done for them by expert professionals. Leadership is indigenous in every community and the real professional knows how to discover and work with this resident leadership.

Overall welfare planning and development councils are responsible to all their members and to the entire community, and not to any particular group; financial, political or religious. Such Community Councils are not protective bodies either for the agencies of a community. They provide a service of self criticism that keeps insights clear and whole. They are free of domination by any person or group. They are free from the stullification of interlocking boards of directors and seek to secure the participation of a larger and larger number of citizens in voluntary community welfare service.

Community welfare councils do not operate in any of the fields of welfare but act as a promotional, educational, research, coordinating and action body for all fields of social welfare. Neighborhood councils, citizen councils, etc., are smaller but autonomous bodies and affiliated with the overall council in their educational and action functions on situations in their particular area of interest or concern.

Community welfare planning and development is a synthesis of economic, physical and social planning and community organization is one of the processes used to bring about this cooperation of all the people and all the agencies in all the fields of welfare service for the commonwelfare.

There will be attempts, as there always has been to discredit cooperative enterprise by agencies who consider themselves to be superior to others. There will be attempts to show that cooperation is the opposite of free enterprise and that any planning which results in common goals and coordinated action is communistic. Some people will be fooled by that kind of a red herring but not many.

The time demands sound knowledge of human relations and high skill in the use of it. Now is no time to move darkly in the circumspection of prejudice as though knowledge did not exist. Now is the time for leaders to hold themselves to the highest standards and the highest ethics. The obligation of leadership rest heavily on all with knowledge and intelligence. The task, it seems is not only a social service but a task of adult education.

The coordination and financing of community welfare services is one of the major aspects of the field of community planning and development, and one in which the method of community organization is used most.

Reconstructing past experiences into new and better ways of behaving is the intelligent way of meeting a changing situation. An examination of the trend in financing community welfare services, and the contribution of the Office of Civilian Defense to Community Welfare planning and organization should be helpful.

Trends In Financing Community Welfare Services

Most of the expenditures for community welfare services in the larger cities goes for health and hospitalization, clinical and out-patient care and nursing service. For the last few years health and hospital service has taken approximately 46% of all expenditures, and this type of community welfare service takes the place of relief and family welfare which has moved to second place.

In general, relief, family and child care expenditures amount to 45% of the total amount expended for welfare. Seven percent goes to the field of recreation which includes youth agencies, informal education services, playgrounds and community centers, and two percent goes to planning and common services and the cost of raising private funds in a campaign.

Tax funds, federal, state, and local, while being reduced from the federal source, are still the major source of the funds spent for community welfare. They account for 56% of the total and private funds account for 44%.

The tax funds are appropriated in the following proportion: 40% local tax funds, 39% state tax funds and 21% federal.

The majority of private funds are secured from the payments for services of patients or clients and payments for recreation by participants, 66% coming from this source, and 24% from contributions and 10% from endowment.

The sources of funds for community welfare services without dividing them into public (tax) funds and private (voluntary giving) funds are as follows for the larger cities:

Payments for services by recipients	30%
Local tax funds	22%
State tax funds	21%
Federal tax funds	12%
Community Chest	6%
Other Campaigns	4%
Misc. Endowments, etc.	5%

The increasing amount of money paid by recipients for welfare services indicates that a larger and larger proportion of the population are participating in community services rather than just the one third who have been characterized as ill-fed, clothed and housed.

Community welfare services have become as essential to present day life in America as our transportation, water, sewage, and other public utility services.

Community welfare service is a big business and amounts to more than $30. per capita per year for all citizens of the community. A business this large, with all its agencies, needs a central clearing house for planning, research, coordination in order that duplication, waste and inefficiency may be eliminated. The growth of Community Welfare Planning Councils for just

such service, financed by all the welfare agencies and services in the community, is another trend.

Community welfare services are not charity but insurance, protection and opportunity for all.

The Contribution of the Office of Civilian Defense to Community Welfare Planning

The community services section of the Office of Civilian Defense as well as the civilian defense section during the war years of World War II made a contribution to community welfare planning in several ways.

First, many communities were made conscious for the first time of the possibilities of community organization for defense and welfare purposes and those communities with a good community welfare organization were strengthened in their ability to work together for the welfare of all.

Second, the base on which many welfare councils had been operating was broadened and democratized. Community welfare can never again be the domaine of a few welfare agencies or social workers. Civic clubs, educational, religious, recreational, business and industrial groups as well as public welfare and private social service agencies are a part of welfare councils today.

Third, ways and means of public agency and private agency cooperation were demonstrated more extensively than ever before and services coordinated on a much larger scale.

Fourth, the total needs of the community and the total services available were emphasized and understood and the relationships between needs and services appreciated as never before. This total picture was in contrast to the partial picture that was and is often seen when special needs and particular services by special agencies are emphasizeed. Over-dramatization of any need or agency in the total welfare situation in the war years and under the O. C. D. was not appreciated, and this contribution was greatly needed in community welfare planning.

Fifth, the large scale recruiting, training and using volunteer leaders in all fields of community welfare service was another contribution. In spite of some efforts to secure loyalty to the agency first on the part of the volunteer rather than to secure their loyalty to the service needed and the people to be served first, community loyalty was generally greater than agency loyalty.

Sixth, there was increasing attention given to existing agencies and the services they could render or adaptations they could make to meet community needs and less attention given to creating new agencies.

Seventh, the functions of the central coordinating group were expanded from a social service exchange to a clearing house function on all welfare matters, including research, data collecting and interpretation, advisory services, public relations service, a medium for exchange of ideas and a forum for expression.

Eighth, from a national standpoint, services were not given to communities, but ways and means of organizing and utilizing existing resources were shown. Nothing was done for a community, but communities were worked with in such a way that they helped themselves.

In summary, overall Community Welfare Councils have the function of

coordinating the efforts of all the resources of education, recreation, health and social work of the Community.

Such councils keep the insight of all agencies in all fields of community science clear and whole, prevent both over-lapping and over-looking and provide for citizenship participation in meeting the human and social welfare needs of their communities.

Community councils provide the mechanism and community organization the method by which people come together to share and to pool their experiences and plan for the commonweal.

Community councils provide both the community organization aspect of adult education and the adult education aspect of community organization through the following major objectives:

1. All the people should be served adequately by the adult education, health, recreation, social work, and youth services available.
2. Opportunities should be provided for all citizens to participate in some phase of the planning and in some aspect of the execution of the plan and in as many of the community services as they are or can be interested in. Everybody participates, everybody shares and everybody benefits.

BIBLIOGRAPHY

Action for Cities, A Guide for Community Planning. Chicago Public Administration Service, 1943.

Adams, Thomas. Outline of Town and City Planning. Russell Sage Foundation, New York, 1935.

Alinsky, Saul D. Reveille for Radicals. Chicago, University of Chicago Press, 1946.

Anderson, Nels & Lindeman, E. C. Urban Sociology. New York, Crafts & Company, 1930.

Blackwell, Gordon W. Toward Community Understanding. Washington, American Council on Education, 1943.

Brunner, E. S. & Kolb, J. H. Rural Social Trend. New York McKraw-Hill, 1938.

Brunner, E. S. Community Organization. Chapel Hill, University of North Carolina Press, 1942.

Colcord, Joanna C. Your Community. New York, Russell Sage Foundation, 1947.

Community Chests and Councils. Narratives of Achievement in Community Planning. New York, 1935.

Cook, Lloyd A. Community Backgrounds of Education. New York, McGraw-Hill, 1938.

Councils in Social Work, Social Work Year Book, 1943. Russell Sage Foundation.

Daniels, John. America via the Neighborhood. New York, Harper & Bros., 1920.

Davis, Mannie R. Problems of City Life. New York, Wiley & Sons, 1932.

Deardorff, Neva R. Social Study by Councils of Social Agencies and Community Chests. Social Service Review, Vo. XI, No. 2, June 1937.

Duffus, R. L. Mastering a Metropolis. New York, Harper and Bros., 1930.

Earp, Edwin L. The Social Engineer. Nashville, Cokesbury, 1911.

Follett, Mary P. Creative Experience. Longmans Green, New York, 1918.

Galloway, George B. Planning for America. New York, Holt, 1942.

Guild, Arthur and June. Handbook on Social Work Engineering. Richmond, Virginia, Whettet and Shepperson, 1936.

Hanna, Paul R. Youth Serves the Community. New York, Appleton, 1936.

Hart, Joseph K. Community Organization. New York, McMillan, 1920.

Hayes, Wayland J. The Small Community Looks Ahead. Harcourt, 1947.

Herring, J. W. Social Planning and Adult Education. New York, McMillan, 1933.

Jacks, L. P. Constructive Citizenship. New York, Harper and Bros., 1928.

King, Clarence. Organizing for Community Action. Harpers, 1948.

Kotensky, Ruth. Adult Education Councils. New York, A. A. A. E., 1940.

Kurtz, Russell. Social Work Year Book. Russell Sage Foundation, New York, 1937.

Lindeman, E. C. The Community. New York Association Press, 1921.

Lindeman, E. C. Social Discovery. New York, New Republic Co., 1927.

Loomis, C. B. An Experience in Community Development. Clayton, Ga., Rayburn Press, 1944.

Lynd, R. S. and Lynd, H. M. Middletown. New York, Harcourt, Bruce and Company, 1928.

Lynd, R. S. and Lynd, H. M. Middletown In Transition. New York, Harcourt, Bruce and Company, 1937.

MacIver, R. M. Society, Its Structure and Changes. New York, Long and South, 1936.

McClanahan, B. A. Organizing the Community. New York, Century Company, 1925.

McMillan, Wayne. Community Organization for Social Welfare. Chicago, University of Chicago, 1945.

Mangold, G. B. Organization for Social Welfare. New York, McMillan, 1934.

Mimms, Mary. The Awakening Community. New York, McMillan, 1932.

Morgan, Arthur. The Small Community. Yellow Springs, Ohio, Community Service, Inc., 1943.

Mumford, Lewis. The Culture of Cities. New York, Harcourt, Bruce and Company, 1938.

North, C. C. The Community and Social Welfare. New York, McGraw-Hill, 1932.

North, C. C. Social Problems and Social Planning. New York, McGraw-Hill, 1932.

North, W. J. Cooperative Movement in Social Work. New York, McMillan, 1927.

Ogden, Jean and Jess. Small Communities in Action. Harper, 1946.

Organizing A Community Council—Adult Education Program. University of Michigan, Ann Arbor, Michigan, 1944.

Pettit, Walter. Case Studies in Community Organization. New York, Century, 1928.

Queen, Stuart A. & Thomas, Lewis F. The City. New York, McGraw-Hill, 1939.

Reller, Theodore L. Community Planning for Youth. Philadelphia, 1941.

Sanderson, Dwight & Polson, Robert A. Rural Community Organization. New York, Wiley & Sons, 1939.

Social Work Year Books. New York, Russell Sage Foundation.

Steiner, J. F. Community Organization. New York, Century Co., 1930.

Stone, Walter L. Community Welfare Planning. Nashville, Informal Education Service, 1942.

Stone, Walter L. Organizing Community Welfare Services. Nashville, Council of Community Agencies, 1944.

Proceedings National Conference of Social Work. Annual since 1936.

Tead, Ordway. The Art of Leadership. McGraw-Hill, New York, 1934.

Tead, Ordway. Creative Management. Association Press, New York.

The Inquiry. Community Conflict. New York, 1929.

Thorndyke, E. L. Your City. New York, Harcourt, Bruce & Company, 1939.

Warfosse, J. P. Cooperative Democracy. New York, McMillan, 1927.

Wood, A. E. Community Problems. New York, Century Company, 1928.

Zimmerman, Carl C. The Changing Community. New York, Harpers, 1938.

HV40 .S88
Community welfare planning and
Princeton Theological Seminary-Speer Library
1 1012 00070 9263